

City of Berkeley

Planning & Development Department

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UNIVERSITY OF CALIFORNIA

January 8, 1997

To: Planning Commission

From: Gil Kelley, Director of Planning and Development GK

By: Stephen Barton, Senior Planner

Subject: HAAS PAVILION AND EDWARDS FIELD PROJECT

Recommendation

1. that the Planning Commission endorse and transmit to the City Council the attached Statement of Points of Agreement prepared in meetings held by the Planning Commission Subcommittee on the Haas Project with participation of the Mayor's Task Force on Haas and staff from the University of California and the City of Berkeley.
2. that the Planning Commission review the Final Environmental Impact Report (FEIR) on the Haas Project and make any comments that it wishes for transmission to Council.

Background: Subcommittee on Haas

The Subcommittee on Haas (McCamant, Spangler, Fred, Wengraf) held three workshop discussions with members of the Mayor's Task Force on Haas, staff from the Planning & Development Department (Gil Kelley, Stephen Barton) and City Managers' Office (Arrieta Chakos), and staff from the University of California. The University was represented by Associate Vice Chancellor Leroy Bean, Planning Director Tom Lollini, Transportation Director Nad Permaul, Community Affairs Director Irene Hegarty, and others. A fourth and possibly final workshop is scheduled for January 15, 1997. The Haas Project and the FEIR will be considered by the Regents at their next meeting on January 16th and 17th.

During the workshops held by the Planning Commission Subcommittee, those present developed the attached "Statement of Points of Agreement" (Attachment B). The Statement provides a very positive framework for University cooperation with the City in the future, both in reviewing individual projects proposed by the University and in working to resolve major problems that affect both the City and the University and whose scope goes beyond individual projects. The Statement is similar in tone and content to the Mayor's letter of December 17, 1996 describing her discussion with Chancellor Tien on November 22, 1996 and setting forth the areas of agreement between them (Attachment A).



There appeared to be general agreement that while the Haas Project had potentially serious effects on the City, these impacts could only be dealt with in the course of broad and coordinated efforts to deal with the effects of the University as a whole on the City of Berkeley. For this purpose, the initial recommendation is for creation of a City-University Physical Planning Process. This process would then take up the broad issues of improvements in circulation, parking and transit described under points 2 and 3. Most of the last workshop was spent discussing how best to create such a process. The Agenda and meeting notes are also attached to give the Commission a sense of the issues discussed (Attachment C).

There appears to be general agreement that there should be a small coordinating group whose primary purpose would be to establish the different planning processes appropriate to different projects and to ensure that these processes include the full range of interested parties. There is also agreement that the membership of the coordinating group must follow the normal procedures of each institution, but appropriate membership of the coordinating group who represent the City is currently unclear. One approach might be to have it be a subcommittee of the Planning Commission. Another approach might be to include people representing several Commissions. The University staff considers their Space Allocation and Capital Improvement (SACI) Committee of the Academic Senate, which makes basic development project decisions, as roughly equivalent to the Berkeley Planning Commission. Commission Chair Wengraf has proposed to bring together the chairs of the Planning, Transportation, Landmarks Preservation and Public Works Commissions to discuss this issue.

Background: Haas Project Final Environmental Impact Review

It is fortunate that a broader discussion of City-University issues is taking place outside of the environmental review process. The FEIR, while it has positive features, is primarily a defensive document, intended to protect against legal challenges to the adequacy of the review process and limit legally enforceable University commitments (Attachment D).

Revisions to the mitigations are most easily found in Table 2.1: Summary of Impacts and Mitigation Measures. The FEIR also presents a revised version of the Traffic and Circulation (Section 4.4), with some additional analysis and some improvements in the proposed mitigations. The most notable improvements are:

4.4.2(e) -- an improved package of efforts to reduce traffic and parking problems through incentives for transit use and carpooling by people attending basketball games, a proposal to increase student seating and another proposal to encourage student organizations to purchase additional full-price seats for students that could be resold at discounted student prices.

4.4.4(b) -- a commitment to upgrade pedestrian walkways along Cross Campus Road rather than simply seek funding for the upgrade.

4.4.14 -- a commitment that the University will not schedule a men's basketball game at the same time as a championship soccer game, so as to prevent events with a combined attendance of up to 27,000 people.

4.7.1 -- a commitment to pay for any increase in City emergency medical response due to increased attendance at men's basketball games.

The FEIR correctly states that there are significant unmitigated impacts to traffic, parking and pedestrian safety and to the architecture of a historic building, as well as unmitigated impacts limited to the construction period.

There are several possible reasons for this. First, the data may be noisy or the model may be misspecified. Second, the data may be non-stationary or the model may be overfitted. Third, the data may be censored or the model may be biased.

Fourth, the data may be correlated or the model may be inefficient. Fifth, the data may be heteroscedastic or the model may be non-linear. Sixth, the data may be skewed or the model may be non-normal. Seventh, the data may be outliers or the model may be non-robust.

Eighth, the data may be missing or the model may be incomplete. Ninth, the data may be unbalanced or the model may be uninformative. Tenth, the data may be unrepresentative or the model may be unreliable.

Eleventh, the data may be uninterpretable or the model may be unuseful. Twelfth, the data may be untrustworthy or the model may be unusable. Thirteenth, the data may be unusable or the model may be unusable.

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December 17, 1996

Chang-Lin Tien
Chancellor
University of California
200 California Hall
Berkeley, CA 94720

Dear Chancellor Tien:

I want to sincerely thank you for our very productive meeting on November 22, 1996 regarding Haas Pavilion. On behalf of the City, I can say that your understanding of the complex interdependence of the university and the City and the impact that Haas Pavilion will have upon our community provides us with the necessary foundation for a satisfactory resolution of City concerns about the Haas Pavilion. If we can stay true to the reality of that interdependency, I believe that meeting the solutions the City needs will also allow the University to meet its goal of an expanded athletic complex in downtown Berkeley within your time constraints.

Of course, we are both aware of the EIR process now underway. Our discussion in fact, while it included issues related to Haas, really centered on the broader underlying issues of University and City growth and stability, traffic, parking, and our vision for a fully revitalized downtown. At our meeting, the City Manager and I identified the City's primary concerns and suggested strategies that could mitigate impacts of the Pavilion and make it a more successfully integrated project within the greater community. At our meeting, you and I reached the following general agreements:

Time frame for Final Haas Decision

The City identified the need to delay the final decisions about the Pavilion to allow an adequate time frame to identify all possible mitigations and to reach firm, written agreement regarding our mutual commitments regarding the broader but related downtown and neighborhood issues. We emphasized that we must obtain "commitments" not "intentions". You indicated the need not to lose more than one basketball season. We agreed that City and University staff would work out a time frame and process to assure that the necessary agreements could be reached before the start of construction.

Downtown Berkeley Orientation

We identified the need for the Pavilion to have a direct link to the downtown. We discussed a reorientation of the building's entrance to the north and west rather than the east and south with a



direct pedestrian link to Oxford Street and downtown. While you indicated that a movement of the main entrance from the east side might not be possible, we agreed that reorientation could be examined and in any event a strong link along Cross Campus Drive, or an even more direct access along the edge of Edwards Field to Oxford Street at Allston Way needs to be developed.

We also discussed the relocation of the ticket center to Oxford Street or even the construction of a central ticket office for all campus events to also express the strong interconnection of the University to the City's downtown. You agreed this made good sense.

Parking

We discussed the need to aggressively pursue solutions to long term parking and circulation issues. We agreed upon an initial step of the University and the City sharing in the funding of a downtown parking feasibility study that could be considered in conjunction with the comprehensive campus parking study University staff has previously mentioned.

Given the pressure the Pavilion will put on parking, we also discussed the need for a downtown parking facility to be constructed. We focussed on the possibility of a facility at the Oxford Street lot owned by the City. Ultimately, while other locations may prove to be better, we agreed that the University would dedicate the necessary funding toward the parking solution now to ensure that a solution will occur, given the time frame for locating and completing such a facility.

Traffic and Impact on Neighborhoods

We identified the need for the University to commit to work to change existing traffic plans in the South Campus traffic congested area. Specifically mentioned was the strong need to reduce traffic on the Warring-Belrose Corridor and to commit to implement along with the City, measures which will emerge from existing studies, such as the South Side Plan. Not mentioned at our meeting, but which have emerged subsequently is the need to conduct up-to-date traffic counts, origin and destination studies, and computer modeling. These are essential tools in traffic planning and . . . hopefully you will agree to provide them through such resources as the campus' Institute of Transportation Planning.

We agreed on the need to push for signage changes with CalTrans on Highway 24 to direct UC-bound traffic to Telegraph Avenue. We agreed that the University must take the lead to request this change or it would be unlikely to occur.

EIR Mitigations

We did not focus on these in detail but we both acknowledged that the University was favorable about including a number of mitigations to Haas within its EIR process. As I understand it, these include:

- We agreed on the need for a strong component of transit mitigations associated with the Pavilion Project. Possibilities mentioned were:

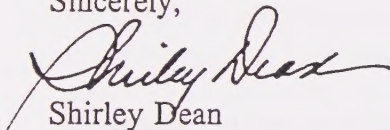
Chancellor Chang-Lin Tien
December 5, 1996
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- 1) levying a surcharge on UCB event ticket sales to cover parking and transit costs;
 - 2) improvements in the public transit system serving UCB, downtown, and surrounding neighborhoods, such as a shuttle system
- Reimbursing the City for service costs related to the sports complex events;
 - Establishing food services to complement Telegraph and downtown area restaurants; and
 - Increasing the number of student tickets.

These items are not considered to be an exhaustive list.

I look forward to another meeting soon to begin the process to memorialize these strategies through a memorandum of understanding or other appropriate vehicle. It is my belief that given our satisfactory resolution of concerns we have identified, we will both meet our goal of a vibrant sports complex at UCB that is fully and adequately integrated into our revitalized downtown.

Sincerely,



Shirley Dean
Mayor

cc: James Keene, City Manager
Horace Mitchell, Vice-Chancellor for Business and Administrative Services

December 19, 1996

DRAFT

PLANNING COMMISSION SUBCOMMITTEE
ON THE HAAS PAVILION AND EDWARDS FIELD PROJECT

STATEMENT OF POINTS OF AGREEMENT

"no official
standing" (Baron)

1. City-University Physical Planning Process

- a. The City and the University will create a City-University Planning Advisory Group charged with helping UC and the City coordinate future development, housing, recreation, circulation, transit and parking plans and projects. The Advisory Group will assist in creation of long-range plans and provide early, program-stage review of possible development projects.
- b. The Advisory Group will create planning processes appropriate to each plan and project that will involve all major stakeholders, including Berkeley residents and merchants and UC faculty and staff.
- c. The Advisory Group will be jointly funded and staffed by the City and the University.
- d. The performance of the Advisory Group will be reviewed and evaluated by the City and the University after one year, and every two years thereafter.

2. Coordinated Circulation and Parking Improvements

- a. The City and the University will jointly work on creation of circulation and parking plans that will help protect surrounding residential areas and business districts from excessive traffic and related negative impacts, strengthen the Downtown and Telegraph business districts, and meet the access needs of the University.
- b. Prior to any new University expansion of parking structures or other major new developments similar in size to the Haas Pavilion, UC and City will jointly study, plan and begin to implement a comprehensive program of improvements in circulation, parking, and transportation management with the goal of improving circulation in the southeast and south campus areas, and enhancing the south campus and downtown business districts. The study would include full consideration of the parking needs of businesses and institutions, the traffic impacts of parking locations on surrounding neighborhoods, and alternatives to auto parking.

UNIVERSITY STATEMENT

The University does not consider replacement of the Underhill structure as an expansion. The University will integrate the design of the structure and lot into the comprehensive program, including consideration of using Underhill to replace other UC parking. The University will not increase the total number of University parking spaces beyond the limits set out in the Long Range Development Plan.

c. In the study process, the University and the City will consider joint development of new parking structures or lots to meet the parking needs of the University, the Telegraph Area and Downtown, with potential locations to include satellite parking areas.

d. Determination of specific Haas-related and other University special event parking lots will be revisited upon completion of this study and revised in accordance with it.

e. The most important goal for new permanent and event parking should be that it combine and balance several essential needs: one need is the ability to meet the needs of users with safety and reasonable convenience, another need is to encourage redirection of traffic from Tunnel Road and the Belrose-Derby-Warring corridor to arterial streets and a third need is to maximize multiple uses and continual use of the parking, including evenings and weekends, for the benefit of people with destinations both at the University and the business districts.

f. The University will join the City in asking CalTrans to improve signage on Highways 13 and 24 to direct University and commercial traffic away from Tunnel Road to North-South arterials that connect to the Downtown business district. The University will join the City in asking CalTrans to remove Ashby Avenue from the State Highway system.

3. Transit System Improvements

a. The City and UC will study, plan, advocate for and work with the appropriate agencies to begin to implement improvements in the public transit system serving UC, Downtown and the surrounding neighborhoods in order to reduce auto traffic impacts on residential neighborhoods. This may include returning one or more streets in the south campus area from one-way to two-way to facilitate transit routing between Downtown, the University and the Southside neighborhoods.

b. The study will include renewed consideration of upgraded transit corridor service on the Broadway, College, University Avenue corridor and the Telegraph Avenue corridor, including light rail connections, with emphasis on the connections from Rockridge BART along College Avenue to the University and Downtown and integration of the upgraded transit service with other existing systems.

4. Sports Complex Orientation

The University will orient the sports complex to the Downtown as well as the Southside. This involves several related improvements:

- a. Create a continuous and inviting pedestrian connection from the Downtown BART station to the Haas Pavilion and Zellerbach Hall area.
- b. Create a major, visible and attractive Downtown pedestrian entry area to the University and its sports complex at Oxford Street.
- c. Consider creating a University events ticket office at the entry area.
- d. The architectural design of the Haas Pavilion and Edwards Field will be reoriented to give equal focus to the Downtown and Southside.

5. Haas Pavilion and Edwards Field Project Mitigations

a. The University will implement an incentive program to increase transit use. This program may include transit passes, discount coupons, prizes or other incentives and will be paid for by the University, possibly by adding a surcharge to ticket prices. The City and University shall jointly monitor the performance of the transit incentive program and make changes, as agreed, to improve the program's effectiveness.

b. The University should increase the number of tickets reserved for students, who are more likely to walk and use transit.

UNIVERSITY STATEMENT

The University will increase the number of discounted tickets reserved for students to at least 3,300 and will reserve more for students if student organizations arrange to pay for additional discounted seats.

c. Food services in the Haas Pavilion and Edwards Field Project will operate during limited hours and be complementary to existing businesses in the Telegraph and Downtown area rather than directly competing with them.

6. Annual Cost Reimbursement

CITY STATEMENT

The University should reimburse the City for all increased service costs resulting from increased attendance at Haas Pavilion and Edwards Field. The annual payment should also include sufficient funds for a part-time events coordinator position in the Police Department and City planning costs for monitoring mitigations from UC development projects and joint City and UC planning processes.

UNIVERSITY STATEMENT

The University will provide needed services resulting from increased attendance at Haas Pavilion and Edwards Field. The University will designate Events Coordinators and Planners to work with the City on UC events coordination, UC development projects and joint UC/City planning processes, and monitoring of mitigations. The City should designate appropriate counterparts to work with the University.

**PLANNING COMMISSION SUBCOMMITTEE
ON THE HAAS PAVILION AND EDWARDS FIELD PROJECT**

Third Workshop with the Mayor's Task Force on Haas Pavilion
and the University of California

December 18, 1996, 9:00 to 11:30 a.m.

2118 Milvia Street (Permit Service Center), 2nd Floor Conference Room

AGENDA

1. Welcome and Introductions -- Mary Ann McCamant, Planning Commission (10 minutes)
2. Review of proposed statement of points of agreement between University and City (30 minutes)
3. Discussion of a Cooperative City-University Physical Planning Process (110 minutes)
 - A. What are the purposes of a new process?
 - B. What kinds of planning activities are needed?
 - C. How can all interested parties be involved in the process?
 - D. What are the steps to create this new process?

MEETING NOTES

Broad City - UC - BUSD cooperation is needed
Need a Physical Planning group and process
People's Park Use Committee is one model
Need Task Forces for particular projects

Outcomes

Vision of Campus & Community interrelationship and how they become better places

Timelines for implementation of specific projects, there is broad agreement on directions for change, but simultaneous progress on related issues is necessary

Broad agreement on goals of:

- 1) UC moving into the 21st Century
 - 2) Downtown & Telegraph prosperity
 - 3) Protect residential neighborhoods
- and the need for coordination & balance among all three

place project in context by adding:

- 4) Enrich the Southside area's "fraying edge" between the Campus, the neighborhood, and the business district



What should a Physical Planning group do:

liaison? planning? project management? advocacy group?
with what representation? example TAA, BUSD

Create initiatives to solve or improve problems
Review specific development projects

Need small, effective working group.
Overall policies set in broader group.
 Need smaller group to draft proposals.

Space Allocation Capital Improvement = Planning Commission
Vice Chancellor's Advisory Commission = Council
Vice Chancellors cover University areas, Council members have Districts.

Need communicating links
City has responsibility to citizens

Need Coordinating group that forms the task forces for specific planning & review process.

Group reports back to Chancellor & Vice Chancellors, Mayor & Council & City Manager

Meeting of SACI & PC?
Retreat of Chancellor, Vice Chancellors, Mayor & Council?
Need buy-in at top, context & priorities for cooperation must be understood at top.

Don't undercut the role of the Planning Commission.

City has Fair Representation Ordinance requirements. The City must not exclude the public yet must keep its delegation to a workable size and involve elected and appointed political leadership.

In 1970's there was a Chancellor's advisory committee that served this purpose and functioned through the power of ideas. City representation was 2 members of Planning Commission, 2 from council. UC representation included staff, faculty, students

City & UC need to select their members for effective group.

Allocation of resource & prioritizing is necessary because the group can't do everything.

What balance of authority and people will be effective?

Process to establish coordinating group - Planning Commission chair will get four commission chairs together to discuss composition issues (PC, Transportation, Landmarks, Public Works)

Next meeting will be 1/15/97, 9 - 10:30 a.m.

Agenda: continue discussion of planning group issues and formation of a process.